

**Employment, Earnings, and Recidivism among
Georgia's TANF Leavers:
Findings from the TANF Follow-Up System**

**Georgia Department of Human Resources
Division of Family and Children Services**

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Executive Summary

The TANF Follow-Up System tracks the employment, earnings, and recidivism (i.e. return to TANF) of adults leaving TANF. It uses administrative data from the Department of Human Resources' management information system for TANF and the Georgia Department of Labor's Unemployment Insurance (UI) wage record files.

Population of TANF Leavers

- ! The TANF Follow-Up System now includes over 148,000 adult recipients who left TANF during the period from January 1997 through December 2001.
- ! The earliest leavers were older, and had older and fewer children, than subsequent leavers, but in recent years, the population has stabilized. The median age of 2001 leavers was 27. They had an average of 2 children, and the median age of their youngest child was 2. Fifty-eight percent were high school graduates — a small decrease from the percentage of graduates in the previous two annual cohorts.
- ! Data available beginning with the 2001 leavers enable us to look at the relationship between number of accrued lifetime limit months and leaver characteristics. ("Accrued lifetime limit months" refers to the number of benefit months a recipient has accumulated toward the State limit of 48 months and the Federal limit of 60 months.) The median number of accrued months among the 2001 leavers was 13, and 70 percent had accrued fewer than 25 months. Long-term recipients were very different from those who had accrued relatively few months. They were older, had more children and older children, were more likely to be black and to live in an urban county, and were much less likely to have graduated from high school.

Changing Economic Environment

- ! The economic downturn which began early in 2001 resulted in substantial job loss in Georgia. In the first quarter of 2001, the number of Georgians filing new claims for unemployment insurance was 67 percent higher than it had been in the first quarter of the previous year. In June 2001, the number of households receiving TANF began to rise, and has continued to do so.

Employment

- ! During the period from 1997 through 2000, quarterly employment rates among adult leavers were highly consistent both over time and across exit cohorts, leveling off at 56 to 59 percent around the fifth quarter after exit.
- ! Over the period from January 2001 through March 2002, employment rates in the third through sixteenth post-exit quarters dropped to between 48 and 50 percent across all cohorts. It is estimated that about 10,000 fewer leavers were employed by the end of March 2002 as a result of the economic downturn. There is some evidence that the declining employment rate was due more to a reduction in the ability of those who were not working to get jobs rather than to increased loss of employment by those who had jobs.

- ! While the percentage of leavers employed in at least one quarter of their first year following exit remained in the range of 74 to 77 percent, the number employed in all four quarters of that year decreased from 43 percent among 1997 leavers to 34 percent among those who left during the first quarter of 2001.
- ! Employment rates in the second through fourth years following exit declined with each successive cohort, consistent with decreases in the first year following exit.

Earnings

- ! Within exit cohorts, the average quarterly earnings of those who are employed continued to increase over time. That is, the longer it had been since a cohort left TANF, the higher its average quarterly earnings. Among the early leavers, average quarterly earnings increased by about \$1,000 over a four-year period.
- ! Average quarterly earnings for the same post-exit quarter have remained about the same across all exit cohorts. That is, those who left in 2000 did not make any more at a comparable point in time than those who left in 1997.
- ! While the downturn does not appear to have had a significant effect on the average quarterly earnings of those who are still employed, decreased quarters of employment meant that the average annual first-year earnings of employed leavers went below \$7,000 for the first time.
- ! As earnings increase, so does the probability of continued employment. About 90 percent of those with earnings equivalent to full time employment at minimum wage — about \$2,678 — in one quarter will be employed in the next quarter.

Recidivism

- ! Although recidivism rates continue to decrease over time within exit cohorts, they have increased steadily across exit cohorts since the Follow-Up Study began. Twenty percent of the 1997 leavers returned to TANF in their first year following exit from TANF, compared to twenty-nine percent of the 2000 leavers.
- ! The majority of the 2000 leavers who returned to TANF during their first year after exit had been members of previous exit cohorts. Their characteristics are similar to those of the longer-term recipients identified in the 2001 annual cohort. It appears that increasing recidivism rates are due, in part, to repeated, failed attempts by long-term recipients to become self-supporting before reaching their lifetime limits.
- ! Among the 2000 leavers, the average annual earnings of those who worked and did not return to TANF were \$8,433 — \$2,935 more than those who returned for just one quarter and more than twice the average annual earnings of all those who returned to TANF.

Labor Force Attachment

- ! “Labor force attachment” refers to the strength of an individual's connection to the workforce, and it is a key concept in understanding the outcomes of TANF leavers. Number of quarters worked — either in a single year or across multiple years — is a measure of labor force attachment.
- ! Among the 2000 leavers who worked in the first year following exit, those who worked in all four quarters earned more than twice as much as those who worked in three quarters, and twelve times as much as those who worked in only one quarter.
- ! Among the 1997 leavers, only 15 percent did not have any earnings reported to the UI system during the four years after they left TANF. The median number of quarters of employment was 11, and 20 percent had earnings in all 16 quarters. Fifty-six percent of those who worked in all sixteen quarters had annual earnings in the fourth year following exit that exceeded the Federal Poverty Guidelines for their family size, compared to thirty-one percent of all employed 1997 leavers.
- ! Number of quarters of employment in the first year after exit is a strong predictor of employment and earnings in subsequent years. Eighty-eight percent of the 1997 leavers who worked in all four quarters of their first year following exit worked in their fourth year following exit, with average annual earnings of \$11,404.

Education

- ! High school graduates were much more likely to be employed in all four quarters of their first year after exit. Specifically, 42 percent of the 2000 cohort's graduates were employed in all four quarters, compared with 31 percent of the non-graduates.
- ! Among the 2000 leavers with earnings in their first year following exit, the high school graduates earned an average of \$2,738 more than the non-graduates.

Earnings Above the Federal Poverty Guidelines

- ! Earnings relative to the Federal Poverty Guidelines, which increase as family size increases, provide a good indicator of how well employed leavers are doing in meeting their families' needs. Within exit cohorts, the percentage of leavers with earnings above the poverty guidelines increases over time. For example, among the 1997 leavers, 18 percent of those who were employed had earnings that were above the poverty guidelines in the first year following exit. That number increased to 31 percent in the fourth year following exit.
- ! Because the poverty guidelines are increased annually to reflect increases in the cost of living, earnings relative to the poverty guidelines provide a good basis for comparing buying-power across cohorts. Although more recent cohorts have earned about the same as earlier cohorts at comparable points in time, their buying power has eroded. That is, earnings by successive cohorts have not kept up with increases in the cost of living, and the percentage of leavers with earnings that exceed the Federal Poverty Guidelines has decreased. This erosion in buying power is probably due in large part to the fact that the minimum wage has not increased with the cost of living.

- ! The ability of TANF leavers to achieve earnings above the poverty guidelines is strongly related to family size. Among the 1997 employed leavers, 36 percent of those with families with fewer than 4 members had annual earnings that exceeded the poverty guidelines, compared with 16 percent of those with 4 to 6 family members and 3 percent of those with 7 or more family members. With sufficient labor force attachment, the prospects that leavers with one or two children will work their way out of poverty are good. For those with large families, however, this goal is essentially out of reach.

Industries of Employment

- ! Fifty-seven percent of the 2000 leavers employed in the fourth quarter after exit worked in just ten industries. These industries, which were topped by eating and drinking establishments, personnel supply services, and nursing and personal care facilities, appear to be characterized by part time employment and low wages.
- ! A number of the same industries appeared on the list of top ten industries for 2000 leavers with earnings above the poverty level, suggesting that they offer a diversity of opportunities.
- ! Thirty-five percent of the 2000 leavers worked in wholesale and retail trade — the major industrial classification with the lowest average quarterly earnings. Among the industry groups employing large numbers of leavers, earnings were best in manufacturing and processing, where 29 percent of workers had annual earnings above the poverty level.

Introduction

Georgia began implementation of Temporary Aid for Needy Families (TANF) on January 1, 1997. With TANF came more stringent work requirements for welfare recipients, a lifetime limit on receipt of welfare payments, and an end to the concept of entitlement. The Georgia Department of Human Resources (DHR) established the TANF Follow-Up System to track the employment, earnings, and recidivism of adults leaving TANF. This report summarizes the post-TANF outcomes of over 148,000 adults who left TANF during the period from 1997 through 2001.

Methodology

The TANF Follow-Up System is a data base containing information on adult recipients from closed TANF cases. It matches DHR data on TANF recipients to quarterly earnings data from the Georgia Department of Labor.

Identifying Adult Leavers. The event that triggers inclusion in follow-up is case closure. In fact, however, because families may go on and off TANF as their circumstances change or they go in and out of compliance with program requirements, it is not always clear when a case is truly “closed.” Therefore, for purposes of follow-up, a case is considered closed when no benefits are received in two successive months.

Recipients are added to the follow-up system the first time they meet the criterion for inclusion during a calendar year. If they receive additional benefits at a later date, they are considered recidivists. However, they only appear once in the follow-up file for that year.

Only those adults who were actually TANF recipients (i.e. included in the TANF grant) are addressed in this report. Excluded are adults who received a benefit on behalf of a dependent child but who did not, themselves, receive a benefit under TANF. Also excluded are other adult household members not included in the TANF grant.

Data. All of the data in the TANF Follow-Up System come from administrative data systems. The advantages of such data are low cost and continuity over time. The disadvantage is that neither what is collected nor how it is organized and maintained are likely to be ideal for research purposes.

Data on recipients, households, and status at case closure for 1997 come from DHR’s PARIS system. During 1998, DHR made a gradual transition to SUCCESS, its new management information system. Consequently, data for 1998 come from both systems. SUCCESS expanded the scope of data available for future research and evaluation. However, data for 1997 and 1998 are limited to information common to both systems. Additional data elements were added in March 2000.

Data on employment and earnings come from the unemployment insurance (UI) wage record. This record is a report of quarterly earnings submitted by all employers in the state whose workers are covered under the UI system. UI earnings data provide a low-cost way of tracking employment over time. However, they have two important limitations. First, UI earnings data are only available for those jobs covered under the unemployment insurance system. Notable exclusions are federal jobs and self-employment, including informal work arrangements. For example, if a TANF leaver supplements her income by providing occasional childcare to a neighbor, the resulting earnings are unlikely to be reported to the UI system. In addition, the earnings of Georgians who work in neighboring states are not included in Georgia’s UI data

base. Therefore, UI data consistently *underestimate* employment and earnings (especially in interstate labor markets) and the figures contained in this report reflect *minimum* levels of employment and earnings among former TANF recipients.

Second, because of the time required for employer reporting and State processing of UI earnings data, complete data on earnings for any quarter are not available until three quarters later. Therefore, in this report, data on employment in the exit quarter are available for all adult recipients who left TANF during 1997 through 2001. However, post-exit earnings data are only available through the first quarter of 2002.

Leavers are considered to have been employed in a particular quarter if they had reported earnings for that quarter. However, no information is available on wage levels, number of hours worked, or whether employment was continuous.

Data on recidivism come from PARIS and SUCCESS files of active TANF recipients. This report includes data on recidivism through September 2002. However, the process of capturing data on recidivism did not begin until October, 1997. Consequently, recidivism data for the earliest leavers are not complete.

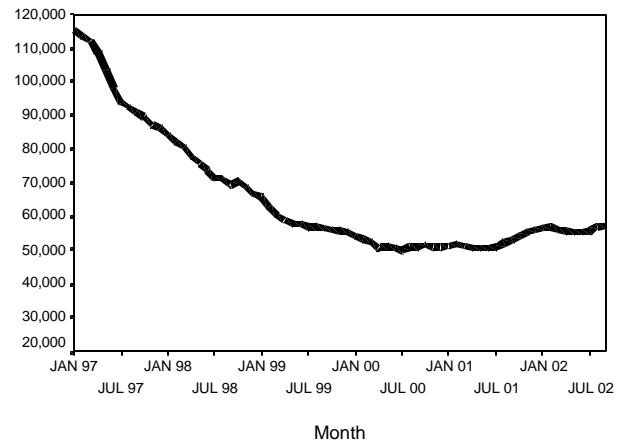
In general, data are organized by quarterly exit cohorts. Sixteen quarters of follow-up data are available for the first exit cohort (January through March, 1997), but only one quarter of earnings data is available yet for the last (October through December, 2001).

Overview of TANF Leavers and their Outcomes

Welfare Dependency in a Changing Economy. From 1997 through 1999, the number of Georgia households receiving TANF declined rapidly, as monthly counts of closed cases exceeded the number of new cases being opened. (See Figure 1.) This pattern reflected the combined effects of the provisions of welfare reform and a strong economy. That is, as TANF policy promoted work over dependency, the economy provided opportunities for employment. In 2000, monthly cases counts leveled off, with the number of households coming into TANF balancing the number of households leaving TANF. However, beginning early in 2001, the number of households receiving TANF began to increase. In November 2002, the number of households receiving TANF reached a level last seen in June 1999. The increase in households receiving TANF coincided with an economic downturn that caused substantial job loss here in Georgia.

Figure 1

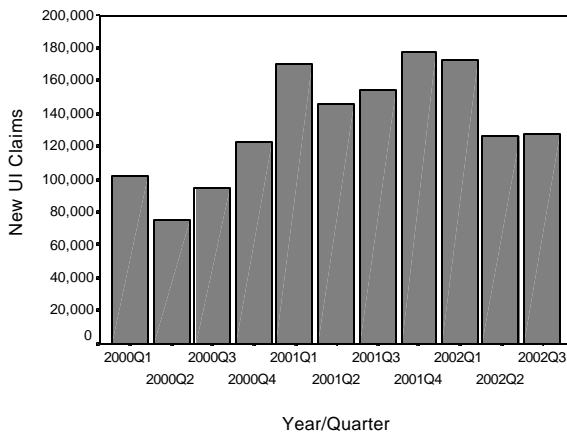
Active TANF Cases: 1997 to 2002



The effects of changing economic conditions on Georgia's workforce can be seen in the substantial and sustained increase in the number of Georgians filing new claims for unemployment insurance. Workers are eligible for unemployment insurance when they lose jobs in UI-covered employment through no fault of their own. Figure 2 shows total new UI claims by quarter over the period from January 2000 through

Figure 2

New Georgia UI Claims by Quarter



September 2002. The number of new claims was 67 percent higher in the first quarter of 2001 than it had been a year earlier, and new claims remained at a very high level through the first quarter of 2002 — the most recent quarter of data available for use in this report. While the numbers of new claims were somewhat lower in the second and third quarters of 2002, they have remained well above the 2000 levels. Since January 2001, Georgia's TANF leavers have faced the challenge of supporting themselves and their families in an economy characterized by substantial and continuing job loss.

The Leaver Population. The earliest leavers were, on average, older, and had both fewer and older children. Proportionally more of the early leavers were white, and resided in suburban counties. Although data on the educational levels of the earliest leavers are not available, the percentage of leavers who have graduated from high school decreased from 1999 through 2001. (See Table 1, below.)

Table 1 Characteristics of Adult TANF Leavers by Year					
Characteristic	1997	1998	1999	2000	2001
Number of Leavers	42,094	42,963	38,244	32,761	31,773
Women	96.1%	96.5%	95.4%	96.1%	95.9%
Median Age	29	28	28	27	27
White	30.6%	25.0%	22.7%	23.8%	24.4%
Black	67.4%	73.3%	75.6%	75.5%	74.4%
Other Minority	2.0%	1.7%	1.6%	.7%	1.1%
Urban	32.7%	36.1%	38.1%	38.8%	38.3%
Suburban	28.9%	26.4%	23.4%	21.2%	22.3%
Rural	38.5%	37.5%	38.5%	40.0%	39.4%
Average Number of Dependent Children	1.8	2.0	2.2	2.1	2.0
Median Age of Youngest Child	4	4	3	3	2
High School Graduates	---	---	61.2%	59.6%	58.1%

With the 2001 leavers, we can, for the first time, look at the relationship between number of TANF lifetime limit months accrued and demographic characteristics.¹ (See Table 2.) “Accrued lifetime limit months” refers to the number of benefit months a recipient has accumulated toward the State limit of 48 months and the Federal limit of 60 months.² Lifetime limit months may be accrued over a continuous period or across multiple “spells” of TANF receipt. Therefore, the fact that leavers have, for example, accrued 15 benefit months does not mean that they received TANF continuously over a 15-month period. Rather, it means that they received benefits for a total of 15 months over the period from January 1997 to the month in 2001 in which they left TANF.

¹ Data on number of accrued lifetime limit months are based on 26,220 adults who left TANF from March through January 2001. These data are not available for those who left in January and February of that year.

² Exemptions from the lifetime limits may be granted for reasons such as domestic violence or the need to complete a work or training plan.

<p>Table 2 Characteristics of 2001 Adult TANF Leavers by Total Benefit Months</p>					
Characteristic	1-12	13- 24	25-36	37-48	49-60
Percentage of Leavers	48.0%	22.5%	12.9%	10.6%	6.0%
Women	92.7%	97.8%	98.9%	99.2%	99.3%
Two-Parent Households	4.7%	1.2%	.5%	.2%	.3%
Median Age	26	27	27	28	32
White	35.2%	21.5%	12.5%	7.6%	6.4%
Black	62.9%	77.3%	86.8%	91.9%	93.3%
Other Minority	1.9%	1.2%	.7%	.6%	.3%
Urban	29.4%	38.7%	45.8%	53.6%	62.0%
Suburban	29.2%	21.4%	15.6%	12.6%	9.8%
Rural	41.4%	39.9%	38.5%	33.8%	28.1%
Average Number of Dependent Children	1.8	2.0	2.3	2.6	2.7
Median Age of Youngest Child	2	2	3	3	5
High School Graduates	60.7%	60.2%	55.7%	49.4%	45.9%

Leavers who had accumulated a high number of lifetime limit months were very different from those who left after receiving benefits for relatively short periods. Long-time recipients were older, less likely to be members of two-parent households, and much more likely to be black and to live in urban counties. They had more children, and their youngest children were, on average, older. Fewer than half of those who had accrued 37 or more months had graduated from high school. However, the median number of accrued months was 13, and 70 percent of the 2001 leavers had accrued 24 or fewer months. Only 6 percent of the leavers had reached or exceeded the State lifetime limit of 48 months. Unfortunately, we do not have data on outcomes by accrued lifetime limits yet.

Overview of Quarterly Outcomes. Tables 3 through 5 present outcomes by exit cohort and post-exit quarter. An exit cohort is a group of individuals who left TANF during the same time period. Post-exit quarters are consecutively numbered quarters following exit from TANF. They allow comparability of outcomes across exit cohorts because they refer to a uniform length of time since the quarter in which the cohorts left. In each table, outcomes occurring since January 2001 are shaded to highlight patterns occurring since the 2001 economic downturn.

! **Employment.** Table 3 shows employment rates, by quarterly exit cohorts, over 16 quarters. During the period from 1997 through 2000, employment rates among adult leavers were highly consistent over time and across cohorts. During that period, 58 to 65 percent of all leavers were employed during their exit quarters — the quarter in which they left TANF. In subsequent quarters, employment rates declined slightly, leveling off about the 5th quarter after exit in the range of 56 to 59 percent. Employment rates were unaffected by seasonal variation. However, over the period from January 2001 through March 2002, employment rates in the 3rd through the 16th post-exit quarters dropped to

between 48 and 50 percent across all cohorts. Looking within exit cohorts, employment rates generally decreased by about 7 percentage points. The estimated effect of this decrease is that approximately 10,000 fewer leavers were employed by the end of March 2002 as a result of the economic downturn.

- ! **Earnings.** Average quarterly earnings among those who were employed are shown in Table 4. Within a post-exit quarter, average earnings were generally consistent across exit cohorts. However, within each exit cohort, earnings increased steadily as length of time since exit increased, except that modest dips were consistently experienced in the first calendar quarter of each year. (This seasonal dip accounts for the small decrease in average earnings between the two most recent quarters shown.) Over the four-year period following exit, average quarterly earnings within exit cohorts typically increased by about \$1,000. Among those who were employed, the economic downturn appeared to have had little or no effect on average quarterly earnings. Obviously, however, it has had a very substantial effect on the total earnings of the leaver population.
- ! **Recidivism.** Recidivism rates (Table 5) are the other side of employment and earnings, as those who cannot sustain themselves and their families through employment return to welfare dependency. Within post-exit cohorts, recidivism rates were consistently lowest in the 1st post-exit quarter, peaked in the 3rd or 4th quarters following exit, and then gradually declined over time. Small increases in recidivism were seen in the third and fourth calendar quarters of 2001, but the effects of the economic downturn on recidivism appear to be relatively modest. However, unlike employment and earnings, recidivism was not consistent across cohorts within post-exit quarters. Rather, recidivism rates have increased steadily with each new exit cohort since the TANF Follow-Up Study began.

[illegible][illegible]

Table 4
Average Earnings among Employed Leavers by Post-Exit Quarter

[illegible]

Table 5
Recidivism Rates by Exit Cohort and Post-Exit Quarter

Exit Cohort	Post-Exit Quarter															
	1 st	2 nd	3 rd	4 th	5 th	6 th	7 th	8 th	9 th	10 th	11 th	12 th	13 ^h	14 th	15 th	16 th
Jan - Mar '97	NA	NA	14.1%	13.2%	12.3%	11.9%	11.9%	9.9%	8.9%	8.5%	8.3%	7.3%	6.5%	6.4%	6.5%	6.0%
Apr - Jun '97	NA	12.6%	13.7%	13.1%	12.4%	12.8%	12.8%	10.3%	9.5%	9.1%	8.7%	7.9%	8.1%	7.9%	7.3%	6.7%
Jul - Sep '97	5.3%	11.7%	14.2%	14.5%	15.8%	11.4%	14.4%	11.6%	11.2%	10.2%	9.3%	9.2%	9.1%	8.6%	8.0%	8.3%
Oct - Dec '97	6.0%	10.6%	12.2%	14.3%	13.3%	12.4%	12.4%	11.2%	10.1%	9.7%	9.7%	9.6%	9.0%	8.8%	8.7%	9.1%
Jan - Mar '98	3.0%	9.9%	13.8%	13.5%	12.7%	12.1%	11.7%	11.0%	10.1%	10.1%	9.9%	9.5%	9.5%	9.5%	10.0%	9.5%
Apr - Jun '98	5.7%	14.3%	15.4%	15.1%	14.5%	14.3%	13.5%	12.5%	12.4%	12.3%	11.4%	10.7%	11.0%	11.4%	11.2%	11.6%
Jul - Sep '98	7.0%	14.2%	15.0%	14.6%	14.7%	14.3%	13.8%	13.6%	13.4%	12.5%	11.9%	12.3%	12.7%	12.6%	12.2%	12.1%
Oct - Dec '98	10.8%	15.0%	16.6%	16.6%	15.5%	14.3%	14.8%	14.4%	13.6%	13.1%	13.2%	13.3%	12.7%	12.2%	11.8%	
Jan - Mar '99	8.4%	14.4%	16.5%	16.0%	15.6%	15.7%	15.8%	15.1%	13.9%	14.0%	14.7%	14.3%	13.9%	13.5%		
Apr - Jun '99	9.6%	15.7%	16.6%	16.0%	16.1%	16.7%	15.9%	15.3%	15.2%	15.5%	14.7%	14.4%	14.1%			
Jul - Sep '99	9.4%	14.3%	16.0%	17.1%	17.4%	16.3%	15.9%	15.6%	16.4%	15.8%	15.6%	15.3%				
Oct - Dec '99	8.1%	13.5%	16.8%	17.2%	17.3%	16.2%	16.0%	16.3%	15.6%	15.0%	15.2%					
Jan - Mar '00	8.7%	16.4%	19.2%	18.9%	18.0%	18.2%	18.6%	17.8%	17.6%	17.2%						
Apr - Jun '00	10.4%	17.2%	18.5%	18.6%	19.0%	19.0%	18.7%	18.4%	18.3%							
Jul - Sep '00	9.2%	15.1%	17.7%	19.3%	19.8%	19.2%	18.2%	17.9%								
Oct - Dec '00	7.8%	14.2%	17.3%	19.4%	18.8%	18.4%	17.8%									
Jan - Mar '01	9.0%	17.4%	20.8%	20.9%	20.5%	19.4%										
Apr - Jun '01	10.0%	18.7%	20.8%	21.3%	21.1%											
Jul - Sep '01	10.0%	17.0%	19.5%	21.0%												
Oct - Dec '01	8.2%	15.6%	19.4%													

NA: Data not available.

Outcomes in the First Year Following Exit: Losing Ground

As a group, more recent TANF leavers are not doing as well as those who left in the early years of the program. In the first year following exit they are working fewer quarters, earning less money, and returning to TANF at higher rates. This pattern continues trends reported previously.³ However, these trends have been exacerbated by the changing economic climate and the failure of earnings to keep up with increases in the cost of living.

Data on the full impact of the economic downturn on employment in the first year following exit are not yet available. However, we can begin to get a sense of its impact from the experiences of two groups. First, economic conditions began to change during the first year following case closure of for those who left TANF in 2000. The later an adult left TANF that year, the more of her first post-exit year took place in the changed economic environment. Second, we now have a full year of data on the adults who left TANF during the first quarter of 2001. Their outcomes provide an early indication of the outcomes we can expect to see for those who left during the balance of that year — a time when job loss continued at high levels and the number of households receiving TANF increased.

The Relationship Between Employment and Recidivism. Most of those who returned to TANF in the first year after exit worked at some time during that year. Table 6 compares leavers from 1997 through the first quarter of 2001 and shows their distribution across two dimensions: whether they were employed during the first year following exit and whether they returned to TANF during that year.

Table 6 Employment and Return to TANF in the First Year Following Exit					
Employment/Return Group	1997*	1998	1999	2000	2001**
Employed, Did Not Return	60%	59%	58%	54%	52%
Employed and Returned	16%	17%	19%	21%	22%
Not Employed and Returned	4%	4%	4%	5%	7%
Neither Employed nor Returned	20%	20%	18%	20%	20%
* Figures for 1997 are based on leavers from July through December.					
** Figures for 2001 are based on leavers from January through March.					

Approximately 20 percent of the leavers did not appear in either the State's UI records or the TANF rolls during the year following exit. These adults may have married and stayed home with their children, depended on family members, moved out of Georgia, received disability payments, worked in a neighboring state, or held a job that was not covered by unemployment insurance. From 1997 through 1999, another four percent returned to TANF without having worked in employment covered under the UI system. Among leavers from 2000 and 2001, that number increased — probably due to

³ "Employment, Earnings, and Recidivism among Georgia's TANF Leavers: Findings from the TANF Follow-Up System." Georgia Department of Human Resources, January 2002.

the economic downturn.

The majority of leavers worked in at least one quarter of the year after they left TANF, and most did not return to TANF during that year. However, over the five annual cohorts from 1997 through the first quarter of 2001, the proportion of leavers who were employed and who returned increased from 16 to 22 percent while those who were employed and who did not return decreased from 60 to 52 percent.

Table 7
Outcomes in the First Year Following Exit

Outcome	1997	1998	1999	2000	2001*
Employed at Exit	65%	63%	63%	62%	60%
Employed in at Least One Quarter	75%	76%	77%	75%	74%
Employed in All Quarters	43%	41%	40%	38%	34%
Average Earnings in Quarters of Employment	\$2,140	\$2,092	\$2,119	\$2,085	\$2,045
Average Annual Earnings (Employed Only)	\$7,554	\$7,293	\$7,336	\$7,199	\$6,940
Annual Earnings above Poverty Guidelines	18%	15%	15%	12%	9%
Returned to TANF	20%	22%	24%	27%	29%
Average Months on TANF (Returned Only)	5.1	5.2	5.4	5.3	5.5

* Figures for 2001 based on leavers from January through March only.

Losing Ground. Table 7 summarizes outcomes in the first year following exit for leavers from 1997 through the first quarter of 2001. In general, those who left in 1997 experienced better outcomes than those who followed after them. Previously, we found that differences between the outcomes of the 1997 leavers and those experienced by the 1998 and 1999 leavers — and especially their higher recidivism rates — could be explained by changes in characteristics of the leaver population. While those leaving TANF in 2000 and 2001 are very similar to those who left during the previous two years, they experienced a less favorable labor market in their first year following exit. The effects of economic conditions are seen most clearly in the substantial decrease in the percentage of leavers employed in all four quarters.

But perhaps the most troubling changes are in the greater percentage of leavers returning to TANF and the lower percentage with earnings that exceed the Federal Poverty Guidelines. Because the poverty guidelines are increased annually to reflect increases in the cost of living, earnings relative to the poverty guidelines is an important measure of the relative buying power of leaver's earnings. From 1998 through 2002, as the average first-year earnings of TANF leavers decreased, the poverty guidelines increased by \$538 per family member. (See Appendix A.) Steady increases in recidivism were, perhaps, inevitable as leavers not only had less income but also could buy less with the income

they had. With each successive annual cohort, Georgia's TANF leavers have lost ground in their journey out of poverty.

Adults who Left TANF in 2000. Table 8 looks at those 2000 leavers who were employed in the first year after they left TANF. The relationships between sustained employment, earning level, and recidivism are very clear in this table. Only 9 percent of those who worked in just one quarter had average monthly earnings in the quarter worked that exceeded the TANF gross income ceiling.⁴ As numbers of quarters of employment increased, average monthly earnings in the quarters worked also increased, but it was only among those who had earnings in all four quarters that a majority of leavers had average monthly earnings in their quarters of employment that exceeded the TANF gross income ceiling. For the majority of all employed 2001 leavers, earned income reported to the UI system was not high enough to automatically disqualify them from receiving TANF.

Table 8 Outcomes of 2000 Leavers Employed in the First Year Following Exit by Number of Quarters Employed				
Outcome	Number of Quarters Employed in First Year Following Exit			
	1	2	3	4
Percentage of Employed Leavers	14%	16%	19%	51%
Average Monthly Earnings in Quarters of Employment	\$306	\$436	\$578	\$931
Average Monthly Earnings Exceeded TANF Gross Income Ceiling	9%	15%	24%	55%
Average Annual Earnings	\$918	\$2,613	\$5,198	\$11,167
Returned to TANF	40%	41%	38%	17%
Average Months on TANF (Returned Only)	6.2	5.7	4.8	4.2
Note: Based on 25,090 2000 employed leavers.				

Table 9 compares demographic characteristics of employed 2000 leavers by number of quarters of employment. Only two characteristics were related to number of quarters worked. That is, the percentages of black adults and high school graduates increased as number of quarters of employment increased.

⁴ The TANF gross income ceiling, which is keyed to family size, is the maximum amount of income a Georgia family may have and retain eligibility for TANF benefits.

Table 9
Characteristics of 2000 Employed Leavers by
Quarters of Employment in the First Year Following Exit

Characteristic	Quarters of Employment			
	1	2	3	4
Median Age	26	26	26	27
Average Number of Children	2.2	2.2	2.2	2.2
Median Age of Youngest Child	2	2	2	2
Race				
Black	73%	75%	77%	81%
White	26%	24%	23%	19%
Other	<1%	<1%	<1%	<1%
County of Residence				
Urban	37%	39%	39%	39%
Suburban	22%	20%	22%	22%
Rural	41%	41%	40%	39%
High School Graduate	53%	54%	59%	67%
Note: Based on 25,090 employed 2000 adult leavers.				

The relationship between earnings in the first year following exit and number of months of recidivism during that same year is shown in Figure 3. This graph is based on adults who left TANF during 2000 and who had earnings in one or more of the four quarters following their exit quarter. Those who did not return to TANF at all had average annual earnings of \$8,433 —\$2,935 more than the average annual earnings of those who returned to TANF for just one month and more than twice the average annual earnings of all those who returned to TANF that year.

Demographic differences between those employed 2000 leavers who returned to TANF and those who did not are presented in Table 10. Most notably, 65 percent of those who did not return were high school graduates, compared to 55 percent of those who did return. In addition, those who did not return were disproportionately older, white, and residing in suburban counties.⁵

⁵ Leavers who lived in the suburbs were more likely to be high school graduates than those who lived in either urban or rural counties.

Because individual recipients may go onto and off of TANF multiple times, they may appear in more than one annual cohort. Among the 2000 leavers who were employed in the first year after exit, 53 percent appear only in the 2000 cohort. Another 34 percent appear in one other cohort as well. Although we do not have data on accrued lifetime limit months for the 2000 leavers, the number of annual cohorts in which they appear gives us some indication of long-term welfare receipt, and identifies leavers with a history of recidivism.

Figure 3

Average Earnings by Months of Recidivism

2000 Leavers Employed in 1st Year After Exit

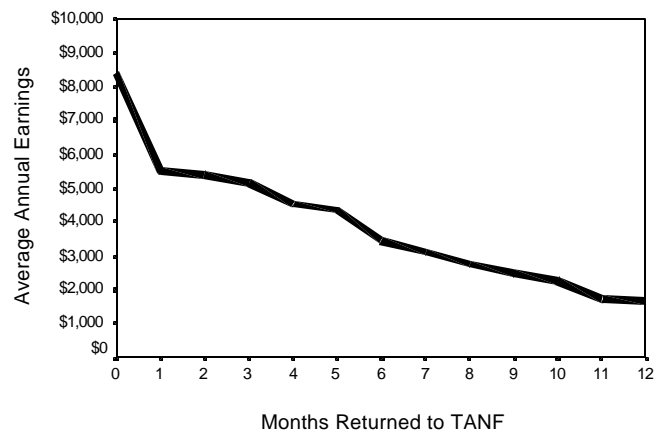


Table 10
Characteristics of 2000 Employed Leavers by
Return to TANF in the First Year Following Exit

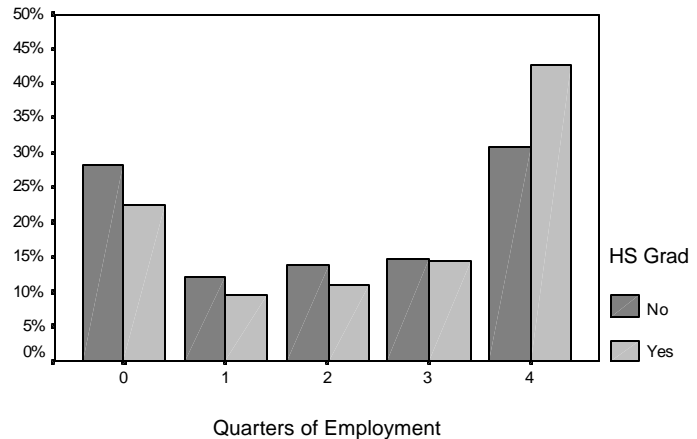
Characteristic	Returned to TANF	
	Yes	No
Percentage	28%	72%
Average Number of Quarters Worked	2.7	3.2
Average Earnings per Quarter Worked	\$1,374	\$2,366
Median Age	25	27
Average Number of Children	2.1	2.1
Median Age of Youngest Child	2	2
Race		
Black	85.7%	75.1%
White	13.9%	24.3%
Other	.4%	.6%
County of Residence		
Urban	43.4%	37.1%
Suburban	15.1%	23.6%
Rural	41.5%	39.3%
High School Graduate	54.5%	65.1%
Note: Based on 25,090 employed 2000 adult leavers.		

Figure 4 shows the number of annual cohorts in which an employed leaver appeared, by whether or not she returned to TANF during her first year after exit. The differences between those who did and did not return to TANF are striking. Seventy-five percent of the 2000 leavers who returned to TANF in the first year following exit had been members of previous cohorts, compared to thirty-six percent of those who did not return to TANF that year. Overall, the characteristics of those who returned to TANF are similar to the 2001 leavers who had accrued 25 to 36 months of lifetime limit months. (See Table 2.) It is possible that the steady increase in recidivism rates is due, in part, to the repeated, unsuccessful attempts of long-time recipients to establish themselves in the workforce and get off TANF before reaching their lifetime limits.

Figure 4

Quarters of Employment by Education

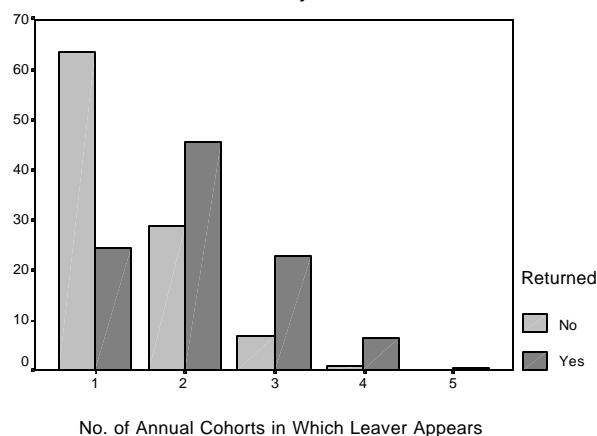
2000 Leavers: First Year After Exit



Having a high school diploma makes an important contribution to both employment and earnings and, therefore, to reducing recidivism. Figure 5 shows the distribution of number of quarters of employment in the first year following exit by educational attainment. Not only were high school graduates more likely to be employed at some time during the year, but they were also much more likely to be employed in all four quarters. Specifically, 42 percent of the 2000 cohort's high school graduates were employed in all four quarters, compared to 31 percent of the non-graduates.

Figure 5

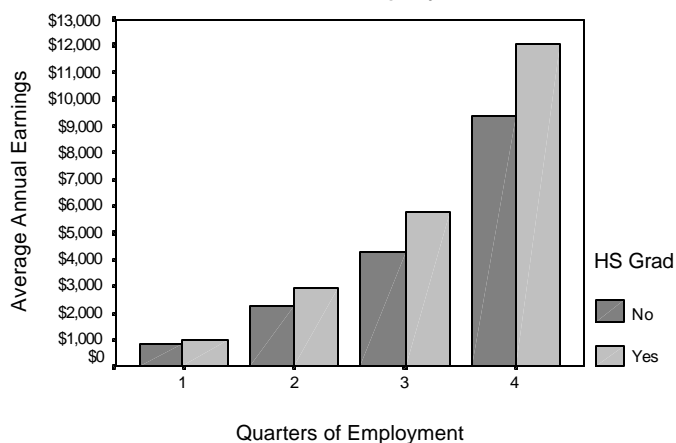
Total Annual Cohorts by Return to TANF



Among those who were employed in the first year following exit, high school graduates earned an average of \$2,738 more than those who had not graduated from high school. (See Figure 6 for average annual earnings by number of quarters worked and educational attainment.) Sixteen percent of the employed high school graduates had earnings that exceeded the poverty guidelines for their family size in the first year following exit, compared with six percent of employed non-graduates.

Figure 6

Average Annual Earnings by Education and
Quarters of Employment



Longer Term Outcomes: Continuing Established Trends

Outcomes in the Second through Fourth Years Following Exit. Data on employment, earnings, and recidivism are now available for adults who left TANF in 1997. In addition, three years of follow-up data are available for 1998 leavers and two years of data for 1999 leavers. These data are summarized in Table 11.

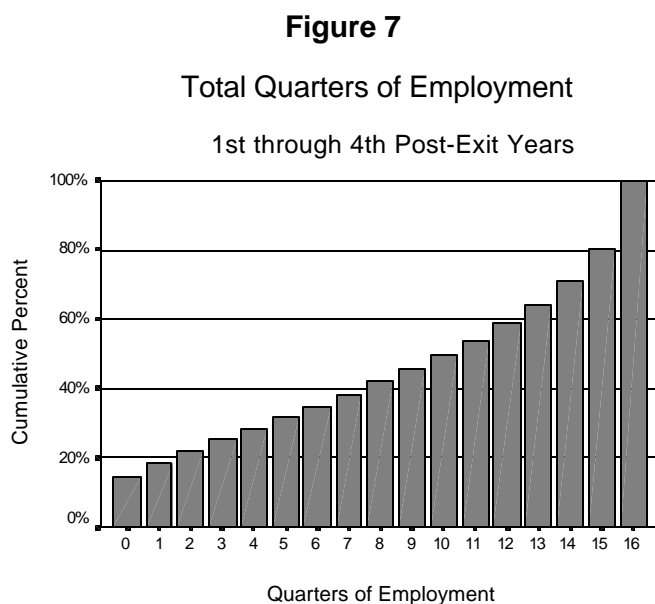
Table 11 Outcomes in the Second through Fourth Years Following Exit			
Outcome	1997	1998	1999
Second Year Outcomes			
Employed in at Least One Quarter	72%	72%	71%
Employed in All Quarters	42%	40%	38%
Ave. Earnings (Employed Only)	\$8,793	\$8,361	\$8,336
Returned to TANF	19%	22%	25%
Ave. Months on TANF (Returned Only)	6.2	6.2	6.2
Third Year Outcomes			
Employed in at Least One Quarter	70%	69%	
Employed in All Quarters	42%	40%	
Ave. Earnings (Employed Only)	\$9,885	\$9,256	
Returned to TANF	15%	19%	
Ave. Months on TANF (Returned Only)	6.1	6.1	
Fourth Year Outcomes			
Employed in at Least One Quarter	67%		
Employed in All Quarters	41%		
Ave. Earnings (Employed Only)	\$10,797		
Returned to TANF	13%		
Ave. Months on TANF (Returned Only)	6.0		

Employment, earnings and recidivism in the second through fourth years following exit reflect familiar patterns. Within annual cohorts, recidivism rates decreased over time, but within post-exit years, they were higher for more recent cohorts. Within post-exit years, the average earnings of those who were employed decreased slightly, but within annual cohorts, average earnings increased by about \$1,000 from one year to the next. That is, while more recent cohorts are not keeping up with increases in the

cost of living, those who are employed do make steady progress over time. In addition, within annual cohorts, the percentage of leavers with earnings in all four quarters remained about the same across years. However, within post-exit years, this important indicator of sustained employment and labor force attachment decreased across cohorts.

Labor Force Attachment. “Labor force attachment” refers to the strength of an individual’s connection to the workforce. Number of quarters of employment is a measure of the labor force attachment of TANF leavers. Figure 7 shows the distribution of number of quarters of employment among the 1997 leavers over the four years following their exit from TANF. Among the 1997 leavers, only 15 percent did not have any UI-reported earnings in the four years after they left TANF. The median number of quarters of employment was 11, and 20 percent had earnings in all 16 quarters.

Even among leavers who returned to TANF, work was the norm. Those who returned to TANF for at



least one month over the four years following exit were employed during an average of 9.4 quarters in that same period. The issue for adults who leave TANF is not whether they work, but rather whether they work steadily enough to support their families and make financial progress over time.

Table 12 shows the earnings of the 1997 leavers over the four years after they left TANF, by number of quarters worked in that period. As one would expect, those who worked more quarters had higher total earnings, but average quarterly earnings in the quarters worked also increased steadily as the number of quarters worked increased. Consequently, those who worked in all sixteen quarters earned more than three times as much per quarter worked as those who worked in only one quarter.

<p>Table 12 Average Quarterly Earnings and Total Earnings by Number of Quarters Worked in a 4-Year Period</p>			
Quarters Worked	Average Quarterly Earnings in Quarters Worked	Average 4-Year Earnings	Year 4 Earnings Exceeded Poverty Guidelines
1	\$1,135	\$1,135	<1%
2	\$1,082	\$2,164	<1%
3	\$1,339	\$4,018	<1%
4	\$1,504	\$6,015	2.4%
5	\$1,548	\$7,740	2.4%
6	\$1,661	\$9,968	4.8%
7	\$1,819	\$12,737	5.9%
8	\$1,849	\$14,792	7.5%
9	\$2,031	\$18,281	9.6%
10	\$2,092	\$20,926	11.6%
11	\$2,149	\$23,648	13.4%
12	\$2,341	\$28,092	17.0%
13	\$2,486	\$32,315	20.3%
14	\$2,703	\$37,848	27.7%
15	\$3,127	\$46,918	28.9%
16	\$3,667	\$58,665	56.0%
<p>Note: Based on 35,908 leavers who worked in at least one quarter over a 4-year period.</p>			

Previously,⁶ we found that the probability that an individual who is employed in one quarter will be employed in the next is a function of two factors: whether the person is employed in the first quarter and, if so, how much he or she earned in that quarter. We reported that among the 1997 leavers, 86 to 88 percent of those who were employed in one quarter were also employed in the next, while only 16 to 18 percent of those who were not employed in the first quarter were employed in the second.

But the probability of employment in the next quarter increased as earnings in the first quarter increased. (See Figure 8.) While even those with the very lowest levels of earnings in one quarter had a probability of employment in the next quarter of about 62 percent, the probability of continued employment was over 90 percent at quarterly earnings of \$2,678 — equivalent to full time employment at minimum wage — and reached 99 percent at about \$4,200.

⁶Ibid.

The above relationships were found during a period when a robust economy made jobs plentiful. However, the employment rates of TANF leavers declined by about 7 percentage points between the fourth quarter of 2000 and the first quarter of 2001. What effect did this change have on the transitional probability of employment from one quarter to the next?

The cohort that left TANF in the first quarter of 1999 is typical. Its fifth through twelfth post-exit quarters spanned the period from the second quarter of 2000 through the first quarter of 2002. During this period, the cohort's employment rates went from 58.5 to 49.2 percent. Table 13 shows the percentages of leavers making two kinds of transitions between quarters: remaining employed and becoming employed. The shaded areas of the table indicate transitions to quarters affected by the economic downturn. While the percentage of those who were employed who remained employed changed relatively little, the percentage of unemployed leavers who became employed decreased.

Table 13 Employment Transition Rates between Quarters: 2000 Q 2 through 2002 Q 1*		
Post-Exit Quarters	Remained Employed if Employed	Became Employed if Unemployed
2000 Q 2 to 2000 Q 3	85.4%	16.0%
2000 Q 3 to 2000 Q 4	87.1%	17.0%
2000 Q 4 to 2001 Q 1	85.2%	13.8%
2001 Q 1 to 2001 Q 2	86.6%	14.7%
2001 Q 2 to 2001 Q 3	85.9%	15.0%
2001 Q 3 to 2001 Q 4	86.0%	12.4%
2001 Q 4 to 2002 Q 1	84.5%	11.7%
* Based on 11,678 adults who left TANF in the 1 st quarter of 1999.		

Predicting Outcomes in Subsequent Years from Outcomes in the First Year After Exit. Labor force attachment begins in the first year following exit. The number of quarters worked in one year is highly correlated with the number of quarters worked in the next. (See Table 14.) Consequently, the number of quarters worked in the first year following exit is a predictor of outcomes several years later. Table 15 shows outcomes in the fourth year after exit by number of quarters of employment in the first year after exit. The more quarters a leaver worked in the first year after she left TANF, the higher her employment rates and annual earnings were likely to be three years later.

Table 14
Correlation of Number of Quarters of Employment
Across Years After Exit Among 1997 Leavers

	Year 1	Year 2	Year 3	Year 4
Year 1	1.00			
Year 2	.708	1.00		
Year 3	.587	.732	1.00	
Year 4	.529	.618	.754	1.00
Note: Correlation coefficient calculated is Pearson's r.				

Table 15 Outcomes in the Fourth Year after Exit by Number of Quarters of Employment in the First Year After Exit				
1st Year After Exit		4th Year After Exit		
Quarters of Employment	Percentage of Leavers	Employment Rate	Average Annual Earnings	Earnings Above Poverty Guidelines
0	25%	29%	\$1,962	5%
1	9%	58%	\$4,109	9%
2	10%	69%	\$5,458	14%
3	13%	77%	\$7,311	20%
4	43%	88%	\$11,404	34%

As long as the number of leavers employed in all four quarters of their first year following exit continues to decline, we can expect to see employment and earnings in subsequent post-exit years decrease as well.

Leavers' Families and Poverty

The Federal Poverty Guidelines published annually are used in determining eligibility for a broad range of publicly-funded programs and services. These guidelines, which are based on family size, provide a broadly accepted and well understood benchmark against which to measure the economic progress of TANF leavers and their families. (See Appendix A for poverty guidelines by family size for 1998 through 2001.)

In Table 3, we saw that within an exit cohort, earnings increase over time. That is, the longer it has been since a group left TANF, the higher the average earnings of its members. However, within a particular post-exit time period, earnings have remained about the same across exit cohorts. That pattern is a cause for concern because it means that leavers' earnings have not kept up with inflation.

The poverty guidelines increase each year to reflect increases in the cost of living. Consequently, they provide a basis for determining the relative economic well-being of TANF leavers over time. Table 16 shows the percentage of employed leavers whose annual earnings exceeded the Federal Poverty Guidelines by exit cohort and number of years following exit. The proportion of leavers with earnings above the poverty guidelines has increased as the number of years following exit increased, but decreased within post-exit years with each successive cohort.

Table 16 Percentage of Leavers with Annual Earnings Exceeding the Federal Poverty Guidelines by Exit Cohort and Number of Years Following Exit				
Exit Cohort	Number of Years Following Exit			
	1	2	3	4
1997	18%	24%	29%	31%
1998	15%	20%	23%	
1999	15%	18%		
2000	12%			

Without either an increase in the federal minimum wage or an increased commitment to developing the skills and competitiveness of Georgia's adult TANF recipients, this pattern is unlikely to change. However, education does make a difference. For example, among 1999 leavers employed in their second year after exit, 23 percent of the high school graduates had earnings above the poverty guidelines, compared with 9 percent of the non-graduates.

Table 17 presents the percentage of employed leavers whose annual earnings in the most recent follow-up year exceeded the poverty guidelines for 2001. In general, the longer it has been since a cohort left TANF, the more of its members have annual earnings that exceed the poverty guidelines. However, leavers with large families not only were very unlikely to have earnings that exceeded the poverty guidelines for their family size, but they also showed little progress over time. The pattern for leavers with large families is similar to that of leavers who returned to TANF in their cohort's most

recent follow-up year. This finding is consistent with the larger family sizes seen among long-term recipients. Residents of rural counties and leavers who did not have high school diplomas were also less likely than other leavers to have earnings that exceeded the poverty guidelines.

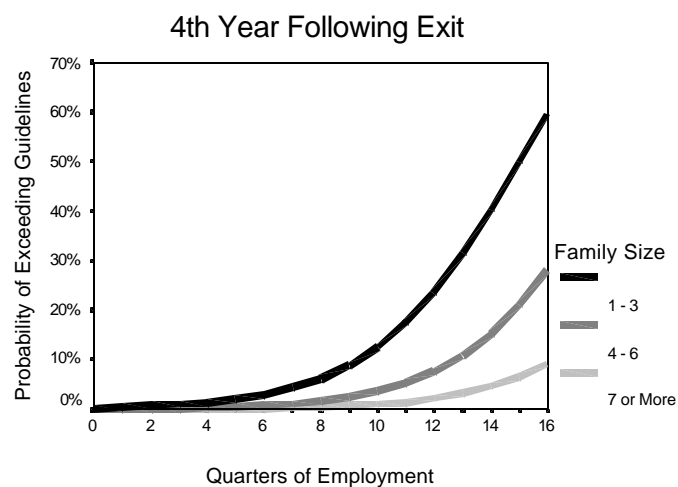
Table 17
Percentage of Employed Leavers with
Earnings that Exceeded the Poverty Guidelines for 2001 by
Annual Cohort and Leaver Groups

Leaver Groups	Annual Cohort and Post-Exit Year			
	2000 (Year 1)	1999 (Year 2)	1998 (Year 3)	1997 (Year 4)
Family Size				
1 - 3	15%	23%	27%	36%
4 - 6	5%	8%	11%	16%
7 or More	0%	1%	2%	3%
Returned To TANF				
No	16%	24%	27%	35%
Yes	2%	4%	5%	6%
County of Residence				
Rural	10%	15%	18%	26%
Suburban	18%	25%	29%	38%
Urban	11%	18%	22%	31%
High School Graduate			Data Not Available	
No	6%	9%		
Yes	16%	23%		
All	12%	18%	23%	31%

We have already seen that there is a strong relationship between labor force attachment and earnings above the poverty level. Figure 9 shows the predicted probability of earnings that exceed the poverty level in the fourth year after exit as a function of family size. As the total number of quarters worked increases, the probability of exceeding the poverty level rises rapidly for leavers with small families. However, for adults with the largest families, the probability of exceeding the poverty guidelines remains very low, even when they have worked steadily over a four-year period.

Figure 8

Exceeding Poverty Guidelines by Family Size



Industries Employing TANF Leavers

The UI wage record does not provide information on a worker's occupation. However, it does include the employer's Standard Industrial Classification (SIC) code. This coding system identifies types of industries within nine major industrial classifications. Although SIC codes tell us where TANF leavers are working, their usefulness as an indicator of what the leavers are doing is varied. Some occupations, such as child care worker, are strongly associated with a particular industry while others, such as computer programmer, are found in many different industries. Nevertheless, industries of employment enrich our understanding of the experiences of adults who leave TANF.

Table 18 shows the top ten industries of employment among 2000 TANF leavers employed in the fourth quarter of their first year following exit. Together, these industries account for 57 percent of the 18,042 employed leavers for whom valid SIC codes are available.

Table 18 Top Ten Industries of Employment for 2000 Leavers		
Industry	Percent of Total Employment	Average Quarterly Earnings
Eating and Drinking Places	18%	\$1,627
Personnel Supply Services*	10%	\$1,848
Nursing and Personal Care Facilities	6%	\$2,456
Grocery Stores	4%	\$2,008
Department Stores	4%	\$2,304
Hotels and Motels	4%	\$1,786
Child Day Care Services	3%	\$2,192
Hospitals	3%	\$3,751
Elementary & Secondary Schools	3%	\$2,271
Miscellaneous Business Services**	3%	\$2,133
* Includes temporary agencies and providers of contract workers. ** Includes companies providing office cleaning and security services.		

All of these industries employ large numbers of low-skill workers. With the exception of those working for hospitals, leavers employed in these industries had average quarterly earnings of less than \$2,678 — the equivalent of full time employment at minimum wage. It appears that the typical leaver either worked part time, or did not work for the entire quarter.

Seventeen percent of the 2000 leavers who were employed in the fourth quarter of the year following

exit had earnings in that year that exceeded the poverty level. Table 19 lists their top ten industries of employment. These industries employed 37 percent of the 2,987 leavers with annual earnings above the poverty level. Six industries appear in Table 18 and Table 19, suggesting diversity in the types of employment opportunities they offer.

Table 19 Top Ten Industries of Employment for 2000 Leavers with Annual Earnings Exceeding Federal Poverty Guidelines		
Industry	Percent of Total Employment	Average Quarterly Earnings
Personnel Supply Services	6%	\$4,376
Hospitals	6%	\$5,182
Eating & Drinking Establishments	5%	\$4,264
Nursing & Personal Care Facilities	4%	\$4,475
Offices & Clinics of Medical Doctors	3%	\$5,267
Department Stores	3%	\$4,150
Miscellaneous Business Services	3%	\$3,871
Meat Products	2%	\$3,901
Executive & Legislative Combined*	2%	\$5,672
Grocery Stores	2%	\$4,064
* Refers to government agencies.		

Table 20 shows the number of 2000 leavers employed in each of the major industrial classifications in the fourth quarter of their first year following exit. Included in this table are average quarterly earnings and the percentage of leavers with annual earnings that exceeded the poverty guidelines for their family size. This table summarizes information provided in Appendix B, in which all of the industries of employment are listed by major industrial classification. Thirty-five percent of the employed 2000 leavers worked in wholesale and retail trade — the industry major industrial classification with the lowest average quarterly earnings. Among the industrial groups employing large numbers of leavers, average earnings were highest in manufacturing and processing.

Table 20
Employment and Earnings of 200 Leavers in the 4th Quarter After Exit by
Major Industrial Classification

Major Industrial Classification	Number Employed	Average Quarterly Earnings	Annual Earnings Above Poverty Guidelines
Agriculture	107	\$2,180	14%
Mining	4	\$3,536	75%
Construction	165	\$3,334	26%
Manufacturing & Processing	1,606	\$3,206	29%
Transportation & Utilities	479	\$3,934	37%
Wholesale & Retail Trade	6,336	\$1,973	9%
Finance, Insurance & Real Estate	361	\$3,969	45%
Services	8,151	\$2,432	16%
Government	683	\$3,200	28%

Appendix A

TANF Income Ceiling and Federal Poverty Guidelines by Number in Family

Family Size	TANF Gross Income Ceiling (Monthly)	Federal Poverty Guidelines (Annual)			
		1998	1999	2000	2001
1	\$435	\$8,052	\$8,240	\$8,350	\$8,590
2	\$659	\$10,860	\$11,060	\$11,250	\$11,610
3	\$784	\$13,656	\$13,880	\$14,150	\$14,630
4	\$925	\$16,452	\$16,700	\$17,050	\$17,650
5	\$1,060	\$19,260	\$19,520	\$19,950	\$20,670
6	\$1,149	\$22,056	\$22,340	\$22,850	\$23,690
7	\$1,243	\$24,852	\$25,160	\$25,750	\$29,710
8	\$1,319	\$27,660	\$27,980	\$28,650	\$32,750
9	\$1,389	\$30,468	\$30,800	\$31,550	\$35,770
10	\$1,487	\$33,276	\$33,620	\$34,450	\$38,790
11	\$1,591	\$36,084	\$36,440	\$37,350	\$41,810

Appendix B

Industry of Employment in the 4th Quarter After Exit for 2000 Leavers

Industry	Number Employed	Average Quarterly Earnings	Annual Earnings Above Poverty Guidelines
Agriculture			
013 Field Crops, Expt Cash Grains	3	\$201	0%
016 Vegetables & Melons	22	\$1,347	0%
017 Fruits & Tree Nuts	7	\$1,785	0%
018 Horticultural Specialties	22	\$2,639	23%
019 General Farms, Primarily Crop	1	\$265	0%
021 Livestock, Expt Dairy & Poultry	1	\$1,943	0%
024 Dairy Farms	3	\$4,153	67%
025 Poultry & Eggs	6	\$2,083	33%
072 Crop Serv	15	\$1,395	0%
074 Veterinary Serv	16	\$3,214	25%
075 Animal Serv, Expt Veterinary	1	\$3,455	0%
076 Farm Labor & Management Serv	2	\$1,334	0%
078 Landscape & Horticultural Serv	6	\$3,604	33%
085 Forestry Serv	1	\$3,180	0%
097 Hunting, Trapping, Game Propagation	1	\$2,043	0%
All	107	\$2,180	14%
Mining			
103 Lead & Zinc Ores	1	\$1,085	0%
124 Coal Mining Serv	1	\$1,424	100%
142 Crushed & Broken Stone	1	\$2,001	100%
145 Clay, Ceramic, & Refractory Minerals	1	\$9,635	100%
All	4	\$3,536	75%
Construction			
152 Residential Building Construction	16	\$3,669	19%
153 Operative Builders	1	\$5,541	100%
154 Nonresidential Building Construction	25	\$3,453	36%
161 Highway & Street Construction	9	\$3,528	22%
162 Heavy Construction, Expt Highway	12	\$3,059	17%
171 Plumbing, Heating, Air-conditioning	24	\$2,775	38%
172 Painting & Paper Hanging	5	\$4,151	20%
173 Electrical Work	23	\$3,909	22%
174 Masonry, Stonework, & Plastering	8	\$3,005	38%
175 Carpentry & Floor Work	8	\$3,133	13%
176 Roofing, Siding, & Sheet Metal Work	9	\$1,444	0%
177 Concrete Work	10	\$4,724	20%
179 Misc. Special Trade Contractors	15	\$2,967	33%

Industry	Number Employed	Average Quarterly Earnings	Annual Earnings Above Poverty Guidelines
All	165	\$3,334	26%
Manufacturing & Processing			
201 Meat Prod	416	\$2,752	17%
203 Preserved Fruits & Vegetables	15	\$2,313	0%
204 Grain Mill Prod	6	\$2,988	17%
205 Bakery Prod	33	\$3,168	39%
206 Sugar & Confectionery Prod	21	\$3,124	14%
207 Fats & Oils	10	\$3,469	20%
208 Beverages	3	\$7,684	67%
209 Misc. Food & Kindred Prod	12	\$3,645	33%
213 Chewing & Smoking Tobacco	1	\$7,255	100%
221 Broadwoven Fabric Mills, Cotton	42	\$3,686	43%
222 Broadwoven Fabric Mills, Manmade	11	\$3,668	36%
223 Broadwoven Fabric Mills, Wool	13	\$3,535	54%
224 Narrow Fabric Mills	2	\$2,939	50%
225 Knitting Mills	58	\$2,553	17%
226 Textile Finishing, Expt Wool	7	\$3,610	29%
227 Carpets & Rugs	54	\$4,384	57%
228 Yarn & Thread Mills	61	\$4,003	57%
229 Misc Textile Goods	15	\$3,930	53%
231 Mens & Boys Suits & Coats	5	\$3,131	40%
232 Mens & Boys Furnishings	63	\$2,059	3%
233 Womens & Misses Outerwear	8	\$2,848	13%
234 Womens & Childrens Undergarments	8	\$2,216	25%
235 Hats, Caps, & Millinery	3	\$1,917	0%
236 Girls & Childrens Outerwear	9	\$2,636	56%
238 Misc Apparel & Accessories	5	\$2,407	0%
239 Misc. Fabricated Textile Prod	47	\$2,349	6%
241 Logging	8	\$5,434	50%
242 Sawmills & Planing Mills	3	\$2,965	33%
243 Millwork, Plywood & Structural Members	26	\$3,233	15%
244 Wood Containers	15	\$2,944	33%
245 Wood Buildings & Mobile Homes	10	\$3,998	40%
249 Misc Wood Prod	2	\$4,048	0%
251 Household Furniture	14	\$2,399	21%
252 Office Furniture	7	\$5,669	71%
253 Public Building & Related Furniture	3	\$2,797	33%
254 Partitions & Fixtures	10	\$2,463	30%
259 Misc Furniture & Fixtures	6	\$3,098	50%
267 Misc. Converted Paper Prod	28	\$4,160	57%
271 Newspapers	50	\$2,226	14%
274 Misc Publishing	5	\$5,034	60%

Industry	Number Employed	Average Quarterly Earnings	Annual Earnings Above Poverty Guidelines
275 Commercial Printing	15	\$3,404	47%
276 Manifold Business Forms	1	\$6,948	100%
278 Blankbooks & Bookbinding	10	\$4,642	70%
279 Printing Trade Serv	2	\$3,873	100%
282 Plastics Materials & Synthetics	3	\$3,815	33%
283 Drugs	3	\$4,235	67%
284 Soap, Cleaners, & Toilet Goods	9	\$2,698	11%
287 Agricultural Chemicals	10	\$1,670	0%
289 Misc Chemical Prod	1	\$2,842	0%
295 Asphalt Paving & Roofing Materials	1	\$3,081	100%
301 Tires & Inner Tubes	2	\$10,777	100%
305 Hose & Belting & Gaskets & Packing	2	\$4,723	50%
306 Fabricated Rubber Prod	8	\$2,632	50%
308 Misc Plastics Prod	52	\$2,832	19%
316 Luggage	3	\$3,301	33%
323 Prod Of Purchased Glass	2	\$1,910	0%
326 Pottery & Related Prod	1	\$6,701	100%
327 Concrete, Gypsum, & Plaster Prod	7	\$6,181	29%
328 Cut Stone & Stone Prod	1	\$13,032	0%
329 Misc. Nonmetallic Mineral Prod	5	\$3,138	40%
331 Blast Furnace & Basic Steel Prod	1	\$6,031	100%
332 Iron & Steel Foundries	1	\$8,817	100%
335 Nonferrous Rolling & Drawing	19	\$4,227	42%
336 Nonferrous Foundries (castings)	1	\$2,411	100%
339 Misc Primary Metal Prod	1	\$3,004	0%
341 Metal Cans & Shipping Containers	1	\$5,050	100%
342 Cutlery, Handtools, & Hardware	1	\$4,487	0%
343 Plumbing & Heating, Expt Electric	3	\$3,927	33%
344 Fabricated Structural Metal Prod	21	\$3,799	43%
346 Metal Forgings & Stampings	16	\$4,202	50%
347 Metal Serv	6	\$2,893	17%
348 Ordnance & Accessories	1	\$4,984	100%
349 Misc. Fabricated Metal Prod	38	\$2,405	21%
351 Engines & Turbines	7	\$2,797	14%
352 Farm & Garden Machinery	14	\$2,613	21%
353 Construction & Related Machinery	4	\$4,088	50%
355 Special Industry Machinery	1	\$670	0%
356 General Industrial Machinery	3	\$5,278	67%
357 Computer & Office Equip	4	\$6,181	100%
358 Refrigeration & Service Machinery	35	\$4,417	60%
359 Industrial Machinery	2	\$2,502	0%
361 Electric Distribution Equip	7	\$5,009	71%

Industry	Number Employed	Average Quarterly Earnings	Annual Earnings Above Poverty Guidelines
362 Electrical Industrial Apparatus	2	\$4,271	0%
363 Household Appliances	51	\$2,588	14%
364 Electric Lighting & Wiring Equip	14	\$4,138	43%
366 Communications Equip	1	\$9,143	100%
367 Electronic Components & Accessories	15	\$2,242	7%
369 Misc. Electrical Equip & Supplies	11	\$4,489	45%
371 Motor Vehicles & Equip	15	\$4,488	53%
372 Aircraft & Parts	9	\$5,188	56%
373 Ship & Boat Building & Repairing	15	\$3,494	33%
374 Railroad Equip	2	\$10,948	100%
379 Misc Transportation Equip	2	\$4,476	100%
381 Search & Navigation Equip	2	\$1,503	0%
382 Measuring & Controlling Devices	5	\$4,060	60%
384 Medical Instruments & Supplies	5	\$3,172	40%
385 Ophthalmic Goods	2	\$6,648	50%
393 Musical Instruments	2	\$2,310	0%
394 Toys & Sporting Goods	3	\$2,327	33%
395 Pens, Pencils, Office, & Art Supplies	5	\$3,214	100%
396 Costume Jewelry & Notions	1	\$7,797	100%
399 Misc Manufactures	4	\$6,483	25%
All	1606	\$3,206	29%
Transportation & Utilities			
411 Local & Suburban Transportation	66	\$3,281	24%
412 Taxicabs	6	\$2,565	0%
413 Intercity & Rural Bus Transportation	6	\$2,517	17%
414 Bus Charter Service	2	\$3,026	50%
415 School Buses	13	\$1,734	8%
421 Trucking & Courier Serv, Ex. Air	79	\$3,852	27%
422 Public Warehousing & Storage	20	\$4,257	65%
449 Water Transportation Serv	5	\$4,069	40%
451 Air Transportation, Scheduled	70	\$3,044	33%
458 Airports, Flying Fields, & Serv	24	\$2,696	17%
472 Passenger Transportation Arrangement	21	\$2,950	38%
473 Freight Transportation Arrangement	7	\$4,511	29%
478 Misc Transportation Serv	9	\$3,637	56%
481 Telephone Communication	121	\$5,406	55%
483 Radio & Television Broadcasting	7	\$3,404	43%
484 Cable & Other Pay TV Serv	14	\$5,365	64%
491 Electric Serv	3	\$5,686	67%
495 Sanitary Serv	6	\$4,118	33%
All	479	\$3,934	37%
Wholesale & Retail Trade			

Industry	Number Employed	Average Quarterly Earnings	Annual Earnings Above Poverty Guidelines
501 Motor Vehicles, Parts, & Supplies	20	\$3,396	45%
502 Furniture & Home Furnishings	4	\$3,910	50%
503 Lumber & Construction Materials	17	\$3,411	24%
504 Professional & Commercial Equip	34	\$4,386	47%
505 Metals & Minerals, Expt Petroleum	4	\$3,891	25%
506 Electrical Goods	13	\$4,034	54%
507 Hardware, Plumbing & Heating Equip	9	\$4,051	44%
508 Machinery, Equip, & Supplies	42	\$4,176	40%
509 Misc Durable Goods	11	\$3,154	18%
511 Paper & Paper Prod	15	\$3,268	33%
512 Drugs, Proprietaries, & Sundries	6	\$1,747	17%
513 Apparel, Piece Goods, & Notions	23	\$1,943	4%
514 Groceries & Related Prod	57	\$2,838	18%
515 Farm-product Raw Materials	9	\$1,517	0%
516 Chemicals & Allied Prod	17	\$2,589	18%
517 Petroleum & Petroleum Prod	89	\$2,152	11%
519 Misc. Nondurable Goods	39	\$3,104	31%
521 Lumber & Other Building Materials	38	\$2,948	32%
523 Paint, Glass, & Wallpaper Stores	1	\$4,393	100%
525 Hardware Stores	3	\$4,320	0%
526 Retail Nurseries & Garden Stores	2	\$2,344	50%
527 Mobile Home Dealers	2	\$3,301	50%
531 Department Stores	729	\$2,305	12%
533 Variety Stores	104	\$1,413	6%
539 Misc. General Merchandise Stores	81	\$1,512	7%
541 Grocery Stores	806	\$2,008	9%
542 Meat & Fish Markets	8	\$1,111	0%
543 Fruit & Vegetable Markets	11	\$1,933	9%
546 Retail Bakeries	33	\$1,903	6%
549 Misc Food Stores	2	\$1,718	0%
551 New & Used Car Dealers	41	\$4,581	37%
552 Used Car Dealers	9	\$4,327	33%
553 Auto & Home Supply Stores	49	\$2,924	24%
554 Gasoline Service Stations	311	\$2,220	8%
555 Boat Dealers	4	\$2,701	0%
556 Recreational Vehicle Dealers	1	\$4,325	0%
557 Motorcycle Dealers	1	\$1,803	0%
561 Mens & Boys Clothing Stores	9	\$2,030	33%
562 Womens Clothing Stores	44	\$1,864	11%
563 Womens Accessory & Specialty Stores	6	\$2,894	17%
564 Childrens & Infants Wear Stores	5	\$1,849	0%
565 Family Clothing Stores	95	\$1,961	6%

Industry	Number Employed	Average Quarterly Earnings	Annual Earnings Above Poverty Guidelines
566 Shoe Stores	27	\$2,045	11%
569 Misc. Apparel & Accessory Stores	6	\$2,231	17%
571 Furniture & Home Furnishings Stores	34	\$3,142	35%
572 Household Appliance Stores	3	\$2,473	0%
573 Radio, Television, & Computer Stores	22	\$3,102	27%
581 Eating & Drinking Places	3164	\$1,627	5%
591 Drug Stores & Proprietary Stores	67	\$2,200	6%
593 Used Merchandise Stores	42	\$2,113	14%
594 Misc Shopping Goods Stores	89	\$2,463	17%
596 Nonstore Retailers	41	\$2,319	17%
598 Fuel Dealers	2	\$3,886	0%
599 Retail Stores	35	\$3,018	17%
All	6336	\$1,973	9%
Finance, Insurance & Real Estate			
602 Commercial Banks	66	\$3,817	59%
603 Savings Institutions	2	\$4,986	50%
606 Credit Unions	4	\$4,242	100%
609 Functions Closely Related To Banking	15	\$2,751	20%
614 Personal Credit Institutions	24	\$4,036	29%
615 Business Credit Institutions	28	\$4,311	50%
616 Mortgage Bankers & Brokers	15	\$3,940	27%
621 Security Brokers & Dealers	1	\$4,874	100%
631 Life Insurance	10	\$4,030	30%
632 Medical Service & Health Insurance	22	\$4,470	59%
633 Fire, Marine, & Casualty Insurance	23	\$5,406	78%
635 Surety Insurance	1	\$4,638	100%
636 Title Insurance	1	\$5,564	100%
637 Pension, Health, & Welfare Funds	4	\$3,309	25%
641 Insurance Agents, Brokers, & Service	50	\$4,830	50%
651 Real Estate Operators & Lessors	41	\$3,079	32%
653 Real Estate Agents & Managers	44	\$3,701	34%
655 Subdividers & Developers	7	\$1,725	0%
679 Misc Investing	3	\$703	0%
All	361	\$3,969	45%
Services			
701 Hotels & Motels	698	\$1,786	8%
703 Camps & Recreational Vehicle Parks	3	\$2,282	0%
721 Laundry, Cleaning, & Garment Serv	173	\$2,306	14%
722 Photographic Studios, Portrait	18	\$2,135	17%
723 Beauty Shops	44	\$2,715	11%
724 Barber Shops	1	\$1,195	0%
726 Funeral Service & Crematories	1	\$3,192	100%

Industry	Number Employed	Average Quarterly Earnings	Annual Earnings Above Poverty Guidelines
729 Misc Personal Serv	68	\$1,823	6%
731 Advertising	9	\$2,034	0%
732 Credit Reporting & Collection	48	\$3,794	52%
733 Mailing, Reproduction, Stenographic	22	\$3,943	36%
734 Serv to Buildings	322	\$1,945	9%
735 Misc Equip Rental & Leasing	15	\$4,792	67%
736 Personnel Supply Serv	1740	\$1,848	11%
737 Computer & Data Processing Serv	70	\$4,057	43%
738 Misc Business Serv	483	\$2,133	17%
751 Automotive Rentals, No Drivers	28	\$3,614	36%
752 Automobile Parking	16	\$3,064	13%
753 Automotive Repair Shops	17	\$3,632	24%
754 Automotive Serv, Expt Repair	27	\$1,939	15%
764 Reupholstery & Furniture Repair	4	\$3,544	25%
769 Misc Repair Shops	5	\$3,443	20%
783 Motion Picture Theaters	13	\$1,141	0%
784 Video Tape Rental	35	\$2,501	11%
792 Producers, Orchestras, Entertainers	3	\$2,821	0%
793 Bowling Centers	8	\$2,036	13%
794 Commercial Sports	4	\$552	0%
799 Misc. Amusement, Recreation Serv	44	\$2,589	14%
801 Offices & clinics of medical doctors	205	\$4,163	44%
802 Offices & Clinics Of Dentists	33	\$3,894	42%
803 Offices Of Osteopathic Physicians	6	\$3,591	33%
804 Offices Of Other Health Practitioners	39	\$2,460	13%
805 Nursing & Personal Care Facilities	1035	\$2,456	11%
806 Hospitals	534	\$3,751	33%
807 Medical & Dental Laboratories	10	\$4,458	50%
808 Home Health Care Serv	115	\$2,110	10%
809 Health & Allied Serv	155	\$3,198	29%
811 Legal Serv	27	\$4,561	41%
821 Elementary & Secondary Schools	510	\$2,271	13%
822 Colleges & Universities	141	\$3,676	33%
823 Libraries	3	\$1,025	0%
824 Vocational Schools	29	\$1,933	21%
829 Schools & Educational Serv	7	\$3,799	0%
832 Individual & Family Serv	181	\$3,370	33%
833 Job Training & Related Serv	140	\$2,317	19%
835 Child Day Care Serv	550	\$2,192	8%
836 Residential Care	164	\$2,753	25%
839 Social Serv	38	\$3,162	26%
841 Museums & Art Galleries	3	\$2,564	0%

Industry	Number Employed	Average Quarterly Earnings	Annual Earnings Above Poverty Guidelines
842 Botanical & Zoological Gardens	1	\$2,761	0%
861 Business Associations	2	\$3,112	0%
863 Labor Organizations	1	\$193	0%
864 Civic & Social Associations	47	\$2,037	4%
866 Religious Organizations	2	\$1,958	0%
871 Engineering & Architectural Serv	8	\$4,426	38%
872 Accounting, Auditing, & Bookkeeping	43	\$2,862	23%
873 Research & Testing Serv	6	\$1,831	17%
874 Management & Public Relations	151	\$2,851	24%
881 Private Households	39	\$2,108	5%
899 Services	7	\$1,546	14%
All	8151	\$2,432	16%
Government			
911 Executive Offices	1	\$819	0%
913 Executive & Legislative Combined	311	\$3,044	23%
919 General Government	21	\$3,147	33%
921 Courts	1	\$4,158	0%
922 Public Order & Safety	85	\$4,831	66%
931 Finance, Taxation, & Monetary Policy	47	\$2,532	11%
941 Admin. Of Educational Programs	10	\$3,303	10%
943 Admin. Of Public Health Programs	125	\$3,500	34%
944 Admin. Of Social & Manpower Programs	23	\$772	0%
951 Environmental Quality	5	\$2,111	0%
953 Housing & Urban Development	40	\$2,339	20%
962 Regulation, Admin. Of Transportation	8	\$4,187	38%
963 Regulation, Admin. Of Utilities	2	\$3,659	50%
964 Regulation Of Agricultural Marketing	1	\$360	0%
971 National Security	3	\$1,485	0%
All	683	\$3,200	28%